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AUTHOR Andes, John
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ABSTRACT

The commonalities and uniquenesses of the organizational structural patterns in 52 colleges of education in land grant universities are analyzed. Variables studied include relation of college to university, organizational structures, span of control, single executive, governance, and instructional units. A special section analyzes 34 reorganizations that have occurred during the tenure of the current dean of education. Three university and four college of education organization charts are presented as representing the extremes of the structural continuum. The report concludes with a proposed college of education structure and several propositions that summarize the findings. (Author/MLF)

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Comparative Structural Analysis of Colleges of Education

John Andes

The New York University Research Development Seminar on the Deanship in Schools of Education in 1975 reminded the participants that we know so little and have published even less about the structure and organization of the major administrative unit in which we work. In the discussion sessions and in the informal interaction, it was apparent that we are severely lacking in base-line data and in theoretical analysis. As professors and administrators in higher education, we have been more willing for our students, and even ourselves, to study public schools than to encourage inquiry into colleges and universities. The Cyphert-Zimpher and Clark-Guba studies, although preliminary, have begun to build a data base. Some of their findings were striking in their contrast to what most of us had felt in our professional insight to be the truth.

This gap between truth and data was forcibly brought home to this writer while chairing a reorganization committee for a college. As part of the study, we analyzed the process and results of six College of Education reorganization studies from around the country. The primary finding was: ideosyncratic, each was unique. Yet, several trends in organizational patterns were observed and the reports had significant commonality in structure.

The purpose of this study was to identify and analyze the commonalities and uniquenesses of the organizational structural patterns in Colleges of Education. These findings were used to develop a number of propositions.

The population studied was the 142 members of The Association of Colleges and School of Education in State Universities and Land-Grant Colleges and Affiliated Private Universities. Each dean was requested to answer a brief questionnaire and provide organizational charts on the college and institutional organizational structure; copies of any reorganization studies that had been conducted during the past five years and current graduate and undergraduate catalogs.

Fifty-two institutions representing thirty-three states provided usable data. (See Table 1)

TABLE 1

Institutional Returns by Region

South	14
East	12
Midwest	16
West	10
TOTAL	<u>52</u>
States Represented	33
No Returns	82

Eight other institutions were unwilling or unable to provide sufficient data. Their incomplete returns are not included in the remainder of this paper. As all regions were adequately represented, the fifty-two institutions were considered sufficient.

The College of Education exists as a part of the university and this relationship was examined first. It was expected that commonalities would be found. The second step was to analyze the organizational structure of the Colleges of Education with special attention to commonalities and differences. The reorganization studies were then examined for content, process, and results. The fourth step was to analyze the available

information on the governance process and structure in Colleges of Education. The final step was to present distinctive college and university organizational charts. The five steps were used to provide the basis for the propositions.

Dean as Extension of the President
College as Extension of the University

William R. Dill, Dean of the Graduate School of Business Administration, New York University, in the New York University Seminar on the Deanship stated that the dean is an extension of the president. This proposition was examined using four basic organizational concepts: span of control; single executive; line and staff; organizational chart. The data are derived from the fifty-two institutions providing organizational charts for both the college and the university.

The number of units (persons or units) reporting to the dean and the president was tabulated for each position by the type of the unit--Line-Academic, Line-Non-Academic and Staff. (See Tables 2, 3, 4, and 5). A mean of the total number of units was developed.

TABLE 2

Span of Control: A

	<u>Mean</u>	<u>Range</u>
President	12.14	2 - 55
Dean	10.08	2 - 17

The difference between the means was not statistically significant, but the range for presidents showed a major deviation for one institution in that fifty-five persons or units reported to the Office of the President. The next highest span of control was twenty-seven. Further analysis

of the data indicates that while twenty-six institutions have a larger number of persons reporting directly to the president, twenty-two have

TABLE 3

Span of Control: B

More Report to the President	26
Same	4
More Report to the Dean	22

a larger number of persons reporting to the dean. The lack of a common pattern is further shown in the following examples of the difference of span of control in the same institution.

TABLE 4

Differences of Span of Control in Selected Institutions

Persons or Units Reporting to:

<u>Selected Institution</u>	<u>President</u>	<u>Dean</u>
A	21	2
B	55	13
C	27	10
D	12	4
E	2	16
F	4	12

This reinforces Arthur Colardarci's comment at the NYU Seminar on the heterogeneity of institutions -- that the similarities are less than the differences.

An analysis of the type of institutional units or persons reporting to the president and dean does present several differences.

TABLE 5

Mean Number of Units Reporting to Focal Positions by Type

	<u>President</u>	<u>Dean</u>
Line-Academic	3.87	6.33
Line-Non-Academic	4.64	2.40
Staff	3.63	1.35
	12.14	10.08

The range of presidential responsibilities is greater and the staff and non-academic line positions are found more frequently than with the dean where line-academic positions predominate. Among the titles of line-academic positions most frequently found reporting to the president were Academic Affairs, Graduate School, Instruction, Health Affairs, Extension and Continuing Education, Dean of Faculties, Chancellor(s) of branch campuses and Provost(s).

An analysis of the central office organizational pattern indicates four focal second level positions in almost every institution: Academic Affairs, Business (Fiscal) Affairs, Student Affairs and Administrative Affairs. Several additional line positions are found frequently in the institutions: Health, Extension/Continuing Education, Research, External Relations, Planning and Employee Relations.

The organizational concept of "single executive" was also used to examine the organizational structure. This concept means that an individual faculty member or administrator reports to no more than one person. Excluding the common dichotomy of graduate faculty reporting to a college administrator and the graduate dean, the findings are reported in Table 6. Deviations from the concept of "single executive" are when an administrator reports to two or more superordinates.

TABLE 6
Single Executive Concept

	<u>University</u>	<u>College of Education</u>
No Deviations	45	43
Deviations	7	9

There was no significant difference between the organizational patterns of the university organizational chart and the organizational pattern of the college of education organizational chart on the function of single executive. In four of the fifty-two institutions, deviations were found on both charts, and forty had no deviations on either organizational chart. The remaining eight institutions had deviations at either the central office or college of education level. The most unique example of a college deviation was one organized on a matrix model in which every participant reported to two persons. This college will be discussed later in this paper.

College of Educational Organizational Structure

Two major classifications of units in the colleges of education were selected: administrative and governance. Administrative units are defined as those positions on an organizational chart which are identified with a single individual. Governance units are defined as those positions on an organizational chart which are identified with groups of individuals, usually committees or councils. In excess of three hundred different titles of the administrative units reporting to the dean were identified in the colleges of education. Examples of the most frequently found titles are identified in Table 7.

TABLE 7

Most Frequent Administrative Unit Titles by Types:
College of Education

<u>Academic</u>	<u>Administration</u>	<u>Service</u>
*Departments (Title)	*Associate Dean	Learning Center
*Divisions (Title)	*Assistant Dean	Certification
Programs (Title)	Assistant to Dean	Field Services/Research
Areas (Title)	Business Manager	Admissions/Records
Off-Campus		Student Counseling
	<u>Coordination</u>	<u>Miscellaneous</u>
	*Graduate	Laboratory Schools
	Music/Art	(Special) Clinics
	Agriculture	(Special) Projects
	Physical Education	Instructional Evaluation
	Library	

*Found in a majority of the colleges

Academic, Administration, Service and Miscellaneous units were identified by solid lines on the organizational chart and Coordination units were identified by dotted lines or by the word coordination. Each title is listed in the order of the frequency with which it occurred within the type of administrative unit. The four most frequently found titles were: Department, Associate Dean, Assistant Dean and Division. Only five titles were found in a majority of the colleges.

The academic unit titles were analyzed to illustrate the complexity and ideosyncratic nature of colleges of education. The terms used to identify the academic units are more generic than those specific titles used to identify the other four types of units. One example of the complexity and ideosyncratic nature of colleges of education is shown most vividly in Table 9. No common academic unit title was found in more than twenty of the fifty-two institutions. A total of one hundred and

thirty-seven different academic unit titles were identified. An example,

TABLE 8

Most Frequent Academic Unit Titles:
College of Education

	<u>Frequency</u>
Education(al) Administration	20
Health, Recreation, Physical Education	19
Curriculum and Instruction	18
Home Economics	16
Educational Psychology	16
Teacher Education	14
Special Education	14

the fourteen different titles of academic units that were included in the general educational administration area are cited in Table 9.

TABLE 9

Title by Frequency:
Educational Administration Unit

	<u>Frequency</u>
Education(al) Administration	20
Education(al) Administration and Higher Education	5
Higher Education	5
Administration and Supervision	4
Educational Leadership	4
Educational Policy and Management	3
Higher, Occupational and Continuing Education	2
Policy Studies	2
Administration and Policy Analysis	1
Administration, Planning and Social Policy	1
Educational and Social Policy	1
Educational Management and Development	1
Educational Management Systems	1
Organizational Development and Institutional Services	1

An examination of the programs and courses listed in the catalogs indicates that these fifty-one academic units with fourteen titles have sufficient commonality, yet clearly identifiable uniqueness can also be

identified in most of the units. Twenty-five different titles for academic units which provide extensive work in the area of educational psychology were found. The titles of academic units seem only to be limited by creativity of the faculty employed at a specific institution.

This complexity is further demonstrated by the courses offered by the academic units. In an analysis of the courses on public school administration offered by the Education(al) Administration Departments twenty-two categories of courses were identified (See Table 10). A total of 274 different titles were identified. This does not include the courses in higher education or foundations which are frequently included.

TABLE 10
Courses in Education(al) Administration

<u>Number of Different Titles</u>	<u>Course Areas</u>
19	Administration of Special Programs
19	Facilities
19	Principalship
18	Finance/Business Management
17	Administration Theory
16	Politics/Policy
16	Supervision
15	Legal
15	Research/Evaluation
14	Community/Public Relations
14	Organizational Behavior
13	Basic or Introductory Course
12	Personnel
10	Leadership
8	Planning
7	Computer
5	Internship/Field Study
5	Negotiations
5	Superintendency/Central Office Administration
4	Decision Making
4	Pupil Personnel
2	Teachers and Administration
<u>17</u>	Miscellaneous
274	Total Different Titles

To compound the complexity of the analysis, many of the units associated with colleges of education are often found in other locations. Home Economics is found as a department or division in education (under a variety of titles); as a separate school or college; as a department, division or program in other colleges such as Agriculture, Liberal Arts, Applied Science, Human Ecology, or Professional and Fine Arts. Although this is the extreme, similar patterns are found for the following academic units: Health Education, Agricultural Education, Recreation, Physical Education, Library Science, and Family Development.

Reorganization

Each of the colleges was asked when they last reorganized and to send a copy of the reorganization plan. Thirty-four of the colleges indicated that they had reorganized since the appointment of the current dean. These ranged from minor or incremental changes to major reorganizations.

Minor or incremental changes included adding new programs and departments, as well as combining departments and programs into a new division. Major changes included moving from a departmental structure to a divisional structure or a matrix structure.

TABLE 11

College Reorganization Following Dean Appointment

Number of Institutions	52
No Reorganization reported	18
0-2 years after appointment	18
3-4 years after appointment	4
5-6 years after appointment	4
7-8 years after appointment	2
9+ years after appointment	6

Eighteen of the thirty-four colleges reorganizing completed the

reorganization within two years after the appointment of a new dean. Sixteen completed the reorganization after two years following the appointment of a new dean. Only one institution indicated that they had completed two reorganizations since the appointment of the current dean. The data in Table 11 indicate that the longer a dean waits to reorganize the less likely reorganization is to occur. This becomes even more critical when the average length of service for the dean is 7.96 years. (See Table 12). Twenty-six deans have served in their present position for over seven years.

Since only one college reported two effects at reorganization, it appears that incremental minor changes, as well as major changes, will occur only once during the tenure of a dean.

TABLE 12

Date of Dean of Education Appointment

1967 or before	15
1968	2
1969	0
1970	3
1971	3
1972	5
1973	1
1974	8
1975	2
1976	2
Unknown	2
Mean Length of Service	7.96
Longest Length of Service	20

Similar data were collected for the Office of President and the university organization. This is presented in Tables 13 and 14. An identical

TABLE 13

University Reorganization Following Presidential Appointment

Number of Institutions	52
No Reorganization reported	20
0-2 years after appointment	16
3-4 years after appointment	5
5-6 years after appointment	4
7-8 years after appointment	3
9+ years after appointment	4

TABLE 14

Date of Presidential Appointment

Number of Institutions	52
1967 or before	8
1968	3
1969	3
1970	6
1971	5
1972	5
1973	4
1974	7
1975	4
1976	3
Unknown	4
Mean Length of Service	6.08
Longest Length of Service	14

pattern is found. Approximately two thirds of the reorganizations take place within four years of the appointment of a new president and half of all reorganizations take place within two years. After four years, less than five percent of the institutions can be expected to reorganize within a given year.

Presidents tend to serve a shorter period in office than deans of education. The longest tenure for a president was fourteen years, while the longest tenure for a dean was twenty years. The rate of reorganization for presidents was thirty-two of fifty-two, and the rate of reorganization for deans of education was thirty-four of fifty-two. The rate of

reorganization and the timing of reorganization is very similar for both types of administrators.

Twenty-one reorganization plans were supplied by the college deans for this study. An analysis of the plans and of the processes followed in their development resulted in several major findings. The role of the dean of the College of Education was categorized as dominant (wrote the plan), active (participated or set parameters of reorganization), and unknown (role of dean in process not stated).

TABLE 15

Role of Dean in Reorganization:
College of Education

Dominant	4
Active	11
Unknown	6

Seventeen of the plans were implemented to a substantial extent. Four plans were not implemented, including three where the role of the dean was unknown and one where the dean was active. When a dean is dominant or active in the reorganization planning, the reorganization is more likely to occur.

The plans for reorganization were surprisingly uniform in their content. Each of the following components were found in at least two thirds of the plans.

TABLE 16

Major Component of Reorganization Plans:
College of Education

Assumptions/Commitments
Goals/Objectives of College
Objectives of Reorganization (Problems)
Organizational Chart
Position Analysis
Bylaws and Policy
Time Schedule for Implementation (PERT)

The final product (administrative structure) that would result from the plans indicates a clear trend toward centralization into larger and broader units and away from the traditional discipline or department arrangement. (See Table 17). The four plans not implemented were divided among the first three types. Fifteen of the seventeen implemented plans

TABLE 17

Administrative Structure of Reorganization:
College of Education

	<u>Planned</u>	<u>Implemented</u>
Number	21	17
Department to Division	11	9
Reduction in Departments	7	6
Increase in Departments	2	1
Division to Departments	1	1

combined existing departments into broader conceptual areas called divisions. Examples of the titles of these divisions are: Foundations; Curriculum, Instruction and Evaluation; Clinical Studies; Health, Recreation and Physical Education; Education Administration, Higher Education and Foundations; Counseling, Guidance, Rehabilitation and Psychology; Psychology and Guidance; Professional and Clinical Studies; Educational Management Systems; Psycho-motor Development; Instructional Design and Professional Development; Curriculum and Instruction; Foundations and Media; and Social, Behavioral and Historical Studies. The larger units are normally called divisions or areas and have a chairperson. In some colleges, the reorganized units are still called departments. An example of this reorganization made is found in Figure 7.

The average number of academic units reporting to the dean in the re-organized colleges was 4.23 or approximately two thirds of the average

reported in Table 5 for all institutions in the study. The seventeen reorganizations reduced the number of academic units reporting to the dean by almost five units.

College of Education Governance Structure

Governance is defined in this paper as the process and authority through which policies are developed and administered. The system of governance is more complex than in business and governmental organizations of similar size where governance is more centralized at the top of the organization. In higher education the highly specialized skill and knowledge positions are at the lower elite level (faculty). This concentration of knowledge and skill below the third level of higher education administration (President, Vice President, Dean) along with the traditional expectation of shared governance increase the complexity of governance at the college level.

An examination of the organizational charts of the colleges of education reveals two types of charts: administrative only (see Figure 4) and governance and administrative (see Figures 5, 6 and 7). The administrative only charts typically show only one committee, if any (most do not have any committee on the chart). Governance and administrative charts, on the other hand, have a range of three to twenty-one committees shown on the chart with a mean of eleven.

TABLE 18

Most Frequent Governance Units:
College of Education

Academic Standards (Affairs)
Administrative Affairs Committee
Administrative Council
Admissions Committee
Advisory Council
Curriculum (Instruction) Committee
Executive Committee
Faculty Senate, Council or Assembly
Graduate Studies Committee
Personnel Affairs (Promotion and Tenure) Committee
Planning Council
Policy Council
Student Advisory Council
University Council on Teacher Education

Organizational Charts

The author is keenly aware that an organizational chart is at best a poor representation of reality, but it does represent someone's perception of reality. The administrator who authorized it is attempting to communicate a message. The message may indeed be that of a smoke screen to hide or confuse. That in itself is an important message, even though never the explicit purpose. Seven organizational charts were selected for inclusion and discussion in this study as they represent distinctive types. Three are university organizational charts (one is for academic units only) and four are college of education organizational charts.

The three university organizational charts are each unique in their manner of presentation, yet the organizational pattern in Figure 1 and 2 is typical of the structure in complex universities. The structure in Figure 1 and 2 could be easily drawn in the form of a typical hierarchical pyramidal chart. Figure 1 has the state; the two levels of governing boards and the president as central while Figure 2 has the president as central and is not

concerned with governing boards. Both charts have the college deans reporting to a provost and vice president who coordinates all academic program units for the university. The complex role of the graduate dean is depicted in two different patterns. In Figure 1 the graduate dean and the associate provost for instruction are between the college dean and the provost but not in the line of authority. They could be described as squeezing the life out of the college dean. In Figure 2 the graduate dean has his own school but each program is under a college. Both models are of a weak graduate dean without personnel, budget and similar resources of a college dean.

Figure 3 represents a distinctively different organizational philosophy. The following narrative was written by the president of the university.

A large land-grant university houses major professional schools (e.g., medicine, law, etc.) and a full range of graduate and undergraduate specializations, many of which lead to the doctor's degree or beyond into post-doctoral study and research. It is perfectly clear, therefore, that the primary work force of such an institution (e.g., faculty and assistants) will be very highly trained, highly specialized people. It follows as clearly that such people will not be closely supervised in their work in the traditional sense. Close supervision would suggest need of high-level training for the supervisor, but not for the work force.

There is, however, another major set of activities which do require explicitly authoritarian and legal control. These activities are those associated with fiscal control, observation of the laws of the state and nation, maintenance of basic internal communication, and insurance of continuance of the central organismic activities which are required to keep the enterprise alive and well.

The necessity for universities to maintain both sets of activities--intellectual and creative, fiscal, coordinative, and legal--has generated in Western universities a double status hierarchy. One status hierarchy, the intellectual and technical hierarchy, starts with graduate or teaching assistant and progresses through the distinguished professorship. The second, the administrative status hierarchy, starts in state universities with the department chairpersons and terminates in the state legislature and the governorship. Each hierarchy is governed internally by its own distinctive kind of authority: the first, technical authority; the second, legal and traditional authority.

One consequence of this complex situation is that internal university organizations tend to be "flat," e.g., there are not many levels in the organizational chart. At _____ there are only three: the department chairperson (or equivalent), the college or school with its dean and the president.

The flat organizational chart results in very heavy demands upon administrators in some cases. Due to specialization of fields of work, _____s nearly 100 departments range in size from a half dozen faculty to more than 100 faculty and closely related workers. Obviously, the department chairman or chairwoman who interacts with 100 faculty will require more administrative resource than a similar person who interacts with only a half dozen faculty. A similar comment may be made about the deanships, which coordinate groups as small as 25 faculty and as large as several hundred faculty and 15-20 departments. There are 18 such deanships.

The University faculty and administration, the support activities, and the several university organized subgroups intersect in the Office of the President. This office has the general function of trying "to hold _____ together," and it accordingly involves several functions, with one or more individuals assigned to each function.

Earlier, it was noted that the principal university functions can be readily enumerated, and, therefore, a senior member of the President's Office Staff is assigned to each of these functions: a Provost for Instruction, a Provost for Graduate Studies and Research, and a Provost for Off-Campus Education. As in all organizations, two other basic management functions must be maintained: planning and fiscal control. Each of these has a provost assigned to it, the Provost for Planning and the Provost for Finance and Accounting. These five monitor the basic activities, institution-wide, which collectively make up the responsibility of the typical university president.

One other provost holds the specialized title of Provost for the Health Sciences. His is the only provostship described by field of work, and such a position is made necessary by _____s large financial commitment to the health sciences, by the continuing high levels of public concern with the health sciences, and by the university's need for coordination of local health and safety activities such as the University Health Service, the University Hospital, sanitation and safety inspection, and similar activities. Like the other provosts, the responsibility of the Provost for Health Sciences is institution-wide.

It is the President's responsibility to direct the affairs of the university, but in large institutions his responsibility is discharged by seeing that the affairs of the university are properly directed. It is the group of provosts and the president who together constitute the presidency of _____, who are assisted further by the dean, the directors, the department and division directors, and others.

The six provosts are not line officers in the business or military sense. They more nearly resemble staff officers in traditional administrative language, like the cardinals of the Roman Catholic Church or the general staff of a large military unit, though, of course, they differ sharply from these due to the very flat organization and double hierarchy of the university. Deans, department chairpersons, faculty, students and others retain right of direct access to the president, but due to the large numbers involved (___ writes about 1,200 faculty paychecks and 4,800 paychecks for non-faculty employees each month) the president must have substantial help in order to meet the needs of the members of the faculty, student body and others, including many persons outside the university.

The four college organizational charts were chosen to represent: Administration (Figure 4); Matrix (Figure 5); Governance (Figure 6); and Emerging (Figure 7). The administration chart (4) is typical of the traditional organizational charts. The Office of the Dean, staff, and departments are presented in a pyramidal arrangement with a clear implication that administration is central and that the process is clean and neat. Anyone who has lived in such an organization knows that not only is the informal organization ignored but the interactive (governance or committee) process is also ignored.

The matrix organization (Figure 5) is an effort to integrate the components of the college with the university and the schools and community it serves. The integration is three dimensional: (1) administration through chairman of the four academic units; (2) service through the director of the four major service units and (3) governance through the thirteen committees of the college. The dean is central in this integration process but the role and function of faculty and staff are less than clear. The response of the faculty and staff will be most positive to the dimension that is best able to control the allocation of promotion, tenure and salaries. This tends to be the chairman dimension.

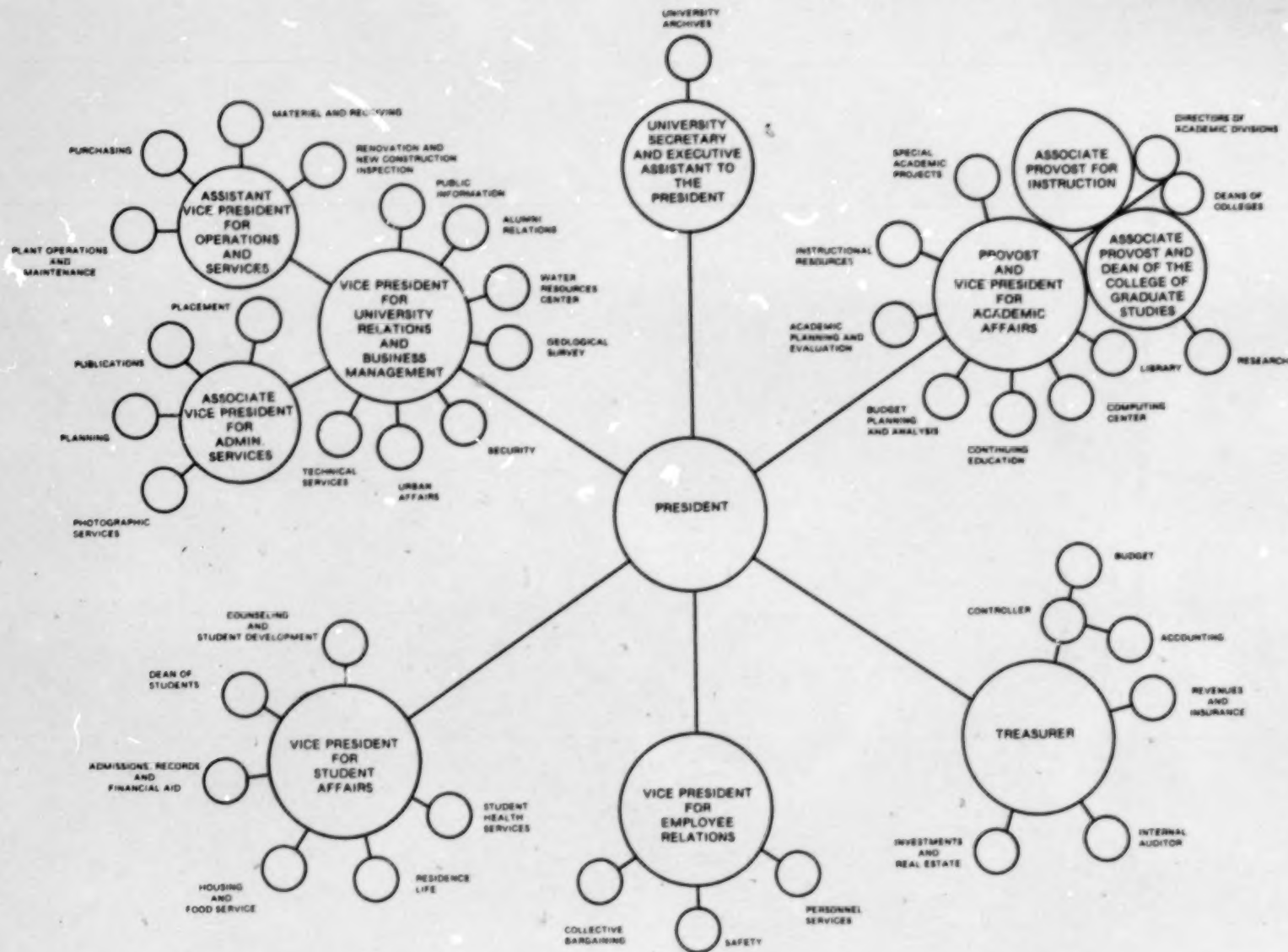
The governance organization (Figure 6) recognizes the existence of

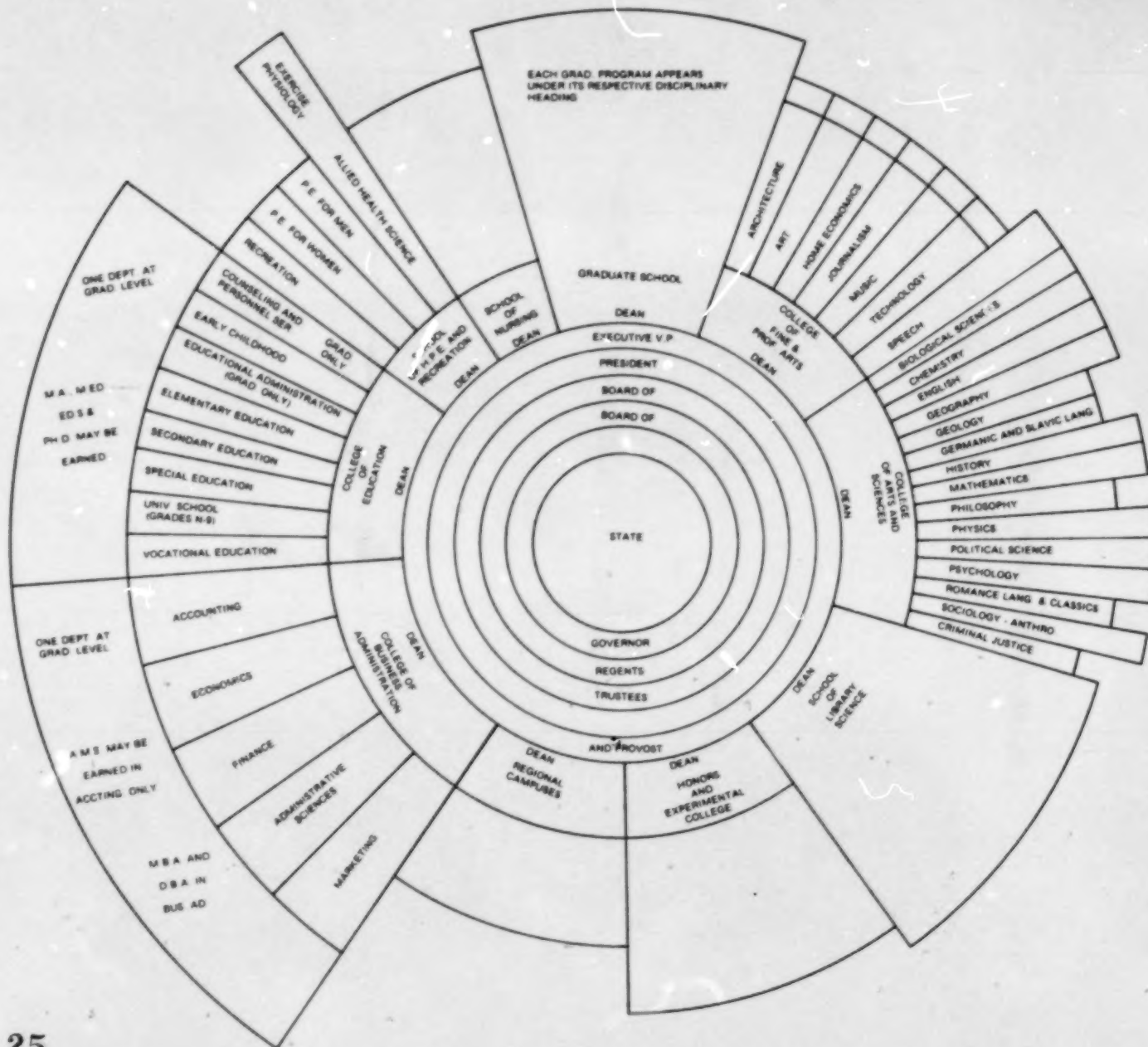
the hierarchical component with the line (dean, division, programs and department and faculty) and staff (associate deans) but places the emphasis on the process of policy/decision making. The critical components in this model are the Policy Council and the Steering Committee. The authority to make policy pronouncements to faculty and to the dean is critical. The Advisory Committee recommends to the dean on day-to-day policy decisions but the Steering Committee on general policy decisions. This chart is significantly more centralized than the matrix chart as the number of committees is reduced and their functions and relationships more explicit. The governance process is dominant over the administrative process in Figure 6.

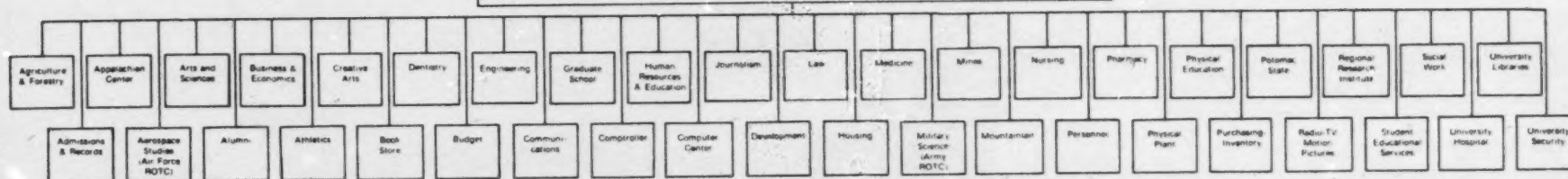
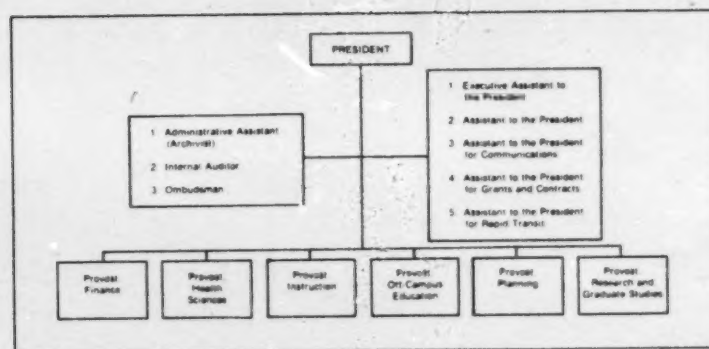
The study of the reorganization plans shows several clear trends which are illustrated in Figure 7. The administrative process is central with the dean as the central position in the process. Departments are replaced with four divisions which contain more than a single discipline. The four divisions shown in Figure 7 are typical of those that have emerged. The governance structure is made more explicit and a significant number of the committees do not report to or advise the dean directly, rather they report to or advise administrators with functional authority relating to the responsibility of the committee. The institutional context and the environmental context are reflected in specific committees. This emerging model is more comprehensive and tends to make more of the implicit complexity explicit.

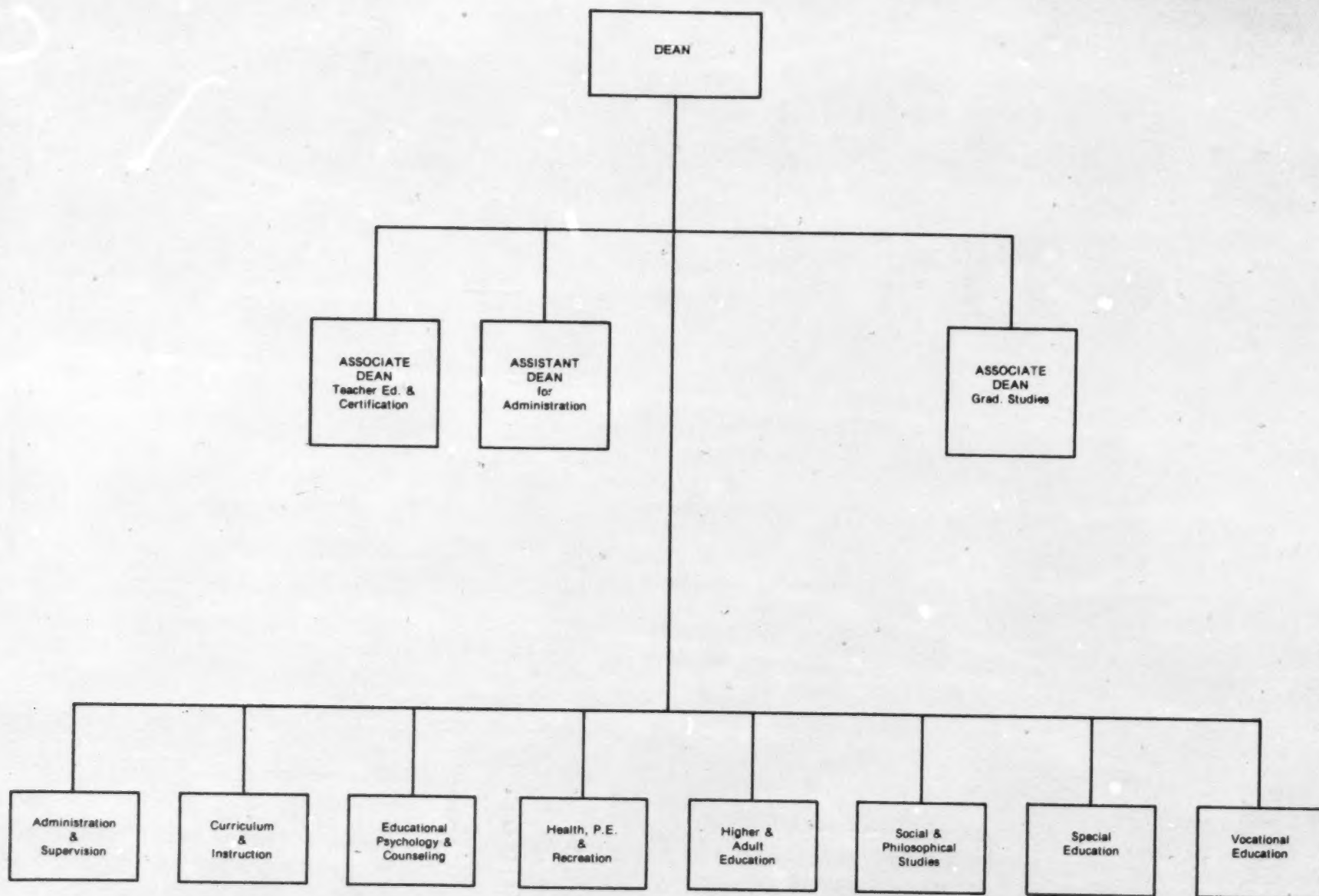
Propositions

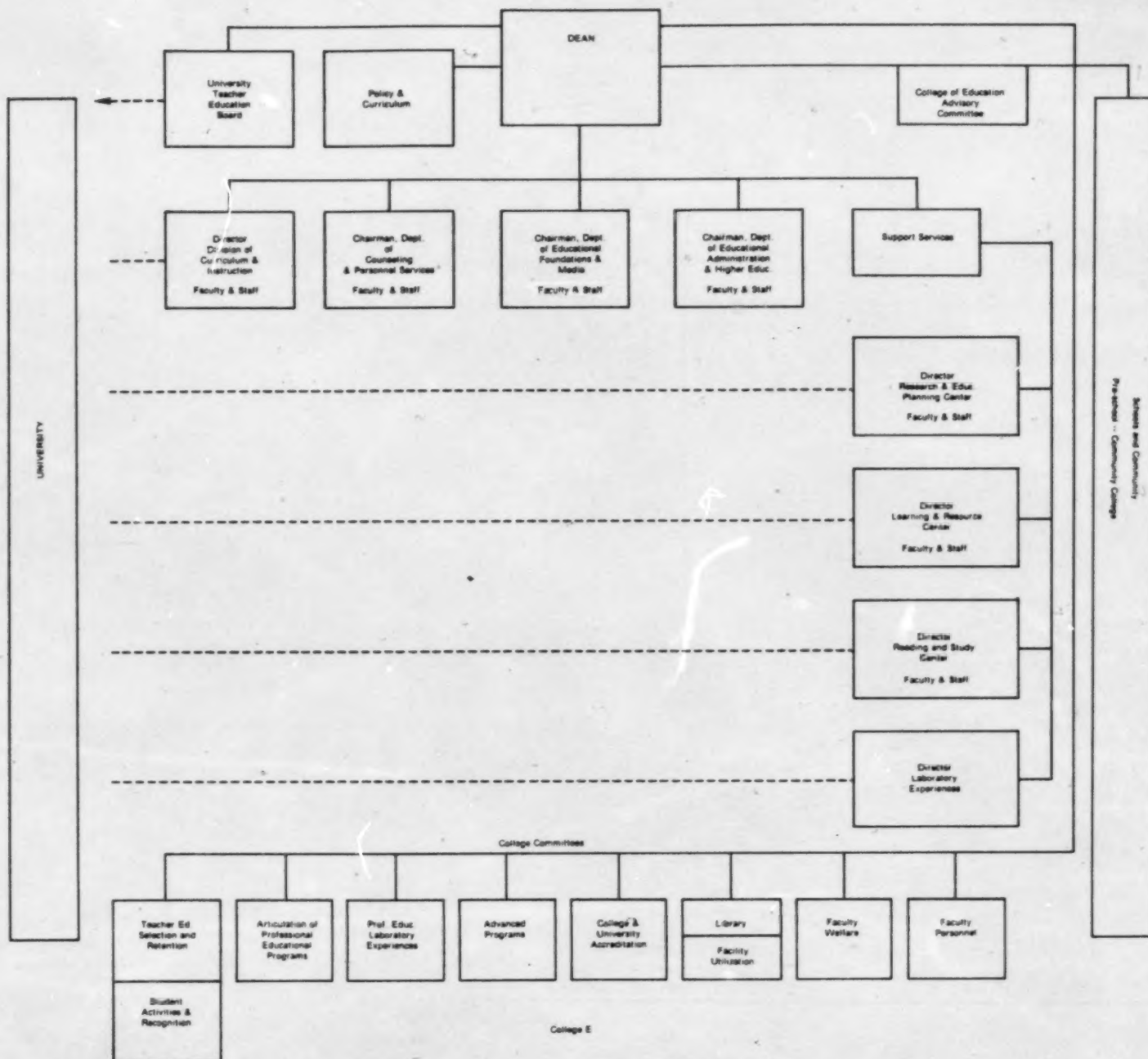
1. The commonalities of the organizational structure of the university and the college of education within it are few. The administrator seems to crucial variable in determining structure.
2. The curriculum components of a college (school) of education vary significantly from institution to institution. Their location may be more the result of tradition than administrator desires.
3. Titles of administrative unit or courses are an ideosyncratic development.
 - a. No title of an academic unit is found in a majority of the colleges studied.
 - b. Course titles are even more diverse.
4. Organizational charts are designed to express an idea which may or may not be real. The narrative should be read closely to determine intent.
5. Reorganization of College of Education is directly related to the dean.
 - a. It is most likely to occur during the first two years of service.
 - b. The role of the dean during planning is crucial in regard to implementation.
 - c. It will most likely occur only once during the dean's tenure.
6. Analysis of 1970-71 reorganization studies of colleges of education indicates several trends:
 - a. Traditional disciplines and departments are being combined into larger units.
 - b. The governance process is being stated more explicitly.
 - c. Units external to the college are being included in the organizational chart more frequently.
7. Reorganization studies are relatively uniform in content of the report and the processes followed.



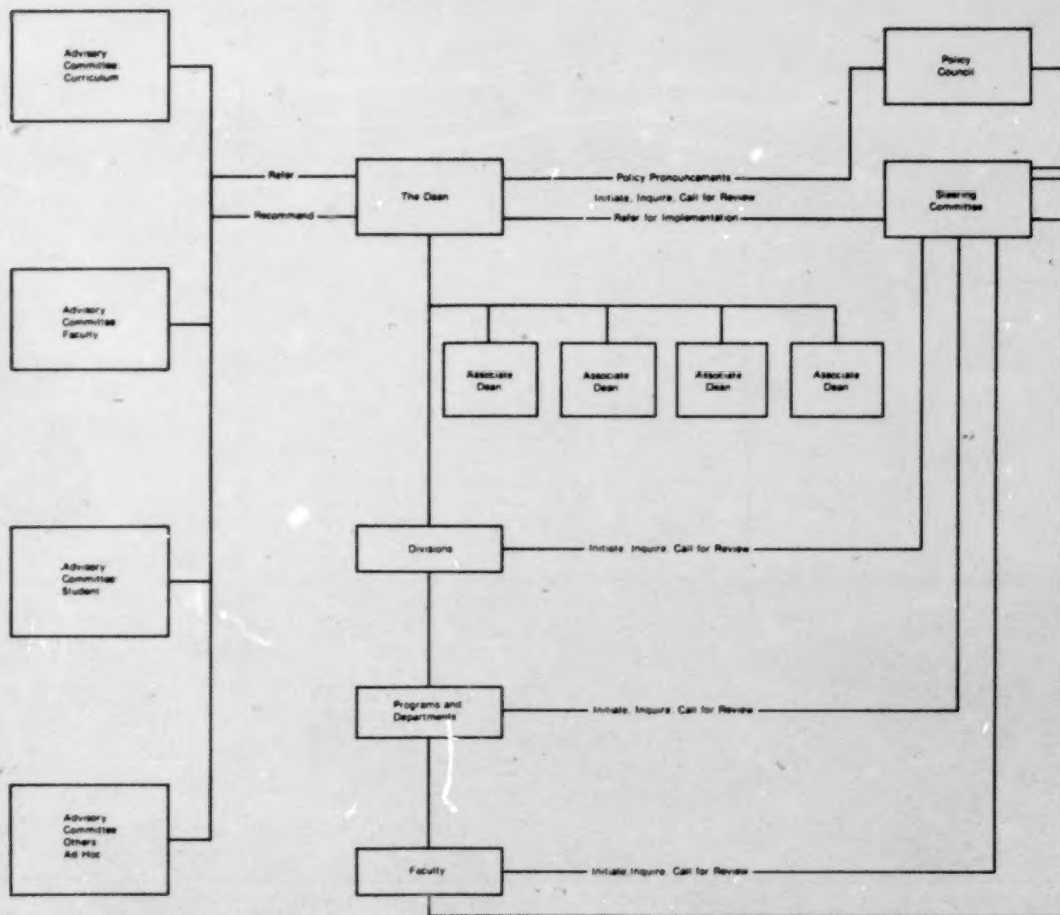








DAY-TO-DAY POLICY DECISIONS



GENERAL POLICY DECISIONS

